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same as those which are given in J. B. Moore's publications on extradition and international law.

PROBLEMS OF CITY GOVERNMENT. By L. S. ROWE. (New York: D. Appleton and Company. 1908. Pp. 358.)

Dr. Rowe has given us in this very readable volume the results of his years of observation and teaching on municipal problems. Composed mainly of essays and papers which first saw the light of day in the magazines, he has woven them together into an effective account of the newer tendencies in city life which are making for progress.

The chapters on the Nature of the Municipal Problem, the Political Consequences of City Growth and City Government and American Democratic Ideals set forth his thesis. The other chapters are in elaboration, exposition and illustration of these.

"There is every indication," to quote Professor Rowe, "that we are gradually adapting our political beliefs to the manifest requirements of our municipalities. In this process of adaptation we must be prepared to make many changes, both in the organization of our government and in our attitude toward that government. Whatever these changes may be, anything that tends to diminish the alertness of the population will to that extent lower the tone of its civic life. The relation between city and State and the organization of the city government must be arranged so as to foster this alertness, and the mechanism of government must be so adjusted as to make both the control of public opinion and the enforcement of responsibility easy, ready, and effective."

With keen and forceful incisiveness it is pointed out that any form of government which arouses in the people the belief that they have constructed a self-acting mechanism not only tends to lower the standard of civic effort, but relieves the government of that salutary control of public opinion without which efficient government is impossible. The hypercritical, however, might regard the position assumed by Dr. Rowe in his discussion of American democratic ideals as inconsistent with the greatly needed caution just referred to, for he argues strongly that "the first step in the development of greater civic vigor is some method of bridging this gap, which shall include, primarily, *such an extension of municipal functions* that the community can grapple with the problems which can be solved only through organized action; and secondly, *such a readjustment of the machinery of government* that positive action will be fostered rather than made increasingly difficult, as under our present

system. The ideas of governmental organization, which we have borrowed from an earlier period, are no longer applicable to the conditions that prevail in our cities."

The inconsistency, however, is a surface one only for the modern reformers, and Dr. Rowe is certainly entitled to a chief place among them, while advocating a readjustment of the mechanism of government, lose no opportunity to create and educate a sound public sentiment and an abiding interest in public, and especially municipal, affairs. And in this connection I want to digress to the extent of expressing the hope that Dr. Rowe's recent useful and highly successful activity in South American affairs will not divert his interest or work in the field of municipal government.

The discussion of the Relation of the City to Public Utilities, illuminated as it is by a series of chapters dealing with certain concrete cases, is on the whole as helpful as any which I have seen set forth in similar compass.

Believing in an intelligent extension of the activities of the city, and that the present interests of municipalities, are best subserved by a relatively short franchise grant with periodical renewals, the principles that should govern the granting of franchises are thus formulated:

1. The power to determine the charges of public-service corporations is of little value unless there is combined therewith careful control over capitalization.

2. Control over capitalization cannot be made effective unless it is combined with public supervision over the accounting of such corporations.

3. In order to prevent the payment of stock dividends new stock should not be issued at less than its market value.

4. No universal rule can be established with reference to the length of franchise terms. Such terms should range from twenty-five to forty years, depending on the size of the city and the probable annual net return from the use of such franchise.

5. The city should exact compensation in the form of lower charges rather than in large financial returns.

6. At the close of the franchise term the physical property of the company should revert to the city at its appraised value.

One wishes that the Index were fuller and more analytical and that there was some reference to the time and place of the first appearance of the chapters; but these mechanical omissions do not detract from the literary and civic interest and value of the book which is a good, clean,

straightforward argument for simplicity and adaptability in municipal government. It is a book for the general reader and student, rather than for the classroom, although it will prove of value and interest as collateral reading.

CLINTON ROGERS WOODRUFF.

Municipal Ownership. By LEONARD DARWIN. (New York: E. P. Dutton and Company. 1907. Pp. 149.)

Five years ago Major Darwin gave us his volume on *Municipal Trade*, a work which remains to the present time the most comprehensive as well as the most scientifically-written monograph upon the subject of municipal ownership and operation of public utilities in British cities. Last winter the authorities of Harvard University secured the writer for a short series of lectures upon this theme and those who were privileged to be among his hearers will have no hesitation in commending to all who profess an interest in municipal problems this little volume which contains the four lectures delivered at Harvard.

In general the volume contains a condensed restatement of the case against municipal trade which the author set forth so effectively in his larger work. Some new arguments have been included; the terminology has been Americanized; and more emphasis is placed upon the relation of labor to municipal politics under a régime of direct operation. The writer's convictions concerning the important dangers which follow in the train of municipal socialism are nowhere concealed; yet there is always an earnest effort to be fair in criticism and conservative in positive statement. From the gross extravagances of assertion which have characterized much that has been written on both sides of the municipal ownership controversy this little volume is entirely free. Major Darwin presents his case loyally, effectively, and lucidly; but entirely without resort to any devices designed to catch and hold the popular ear. The volume was prepared before the National Civic Federation published its voluminous report on public ownership in English cities; but now that this extensive collection of data has been made available, one may find no better introduction to it, from the standpoint of the individualist, than the general survey of the situation contained in Major Darwin's book.

WILLIAM BENNETT MUNRO.